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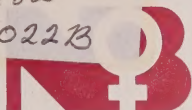
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**Advisory Council on the Status of Women**  
**Conseil consultatif sur la condition de la femme**

ON PAR  
WOMEN AND THE ECONOMY

a presentation to the  
ROYAL COMMISSION ON THE ECONOMIC UNION AND DEVELOPMENT PROSPECTS  
FOR CANADA

by  
THE NEW BRUNSWICK ADVISORY COUNCIL ON THE STATUS OF WOMEN

September 1983

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We are pleased to be invited here today to present to you our perspective on the prospects of Canada's economic development and our recommendations for ensuring its healthy growth in a spirit of fair and equal opportunity for women and men. We must, however, preface our presentation with the reiteration of our grave concern and that of all the Presidents of the Canadian and Provincial Advisory Councils that in the Commission's broad mandate due consideration was not given to the needs, interests and special circumstances of women.

Such a blatant omission permits the disregard of the social and economic realities of over half of our population. Unless paramount importance is given to the documentation of the experience of both women and men in relation to all issues and in the forming of goals to eradicate the inadequacies that exist in our current economic and social structures, the research and recommendations of the Commission will be invalid. In short, we will not have planned with any fairness or accuracy for the 21st century; we will have failed our people.<sup>1</sup>

#### A Review of the Commission's Mandate

We will open our presentation with a review of the four major points of the Commission's mandate<sup>2</sup> with recommendations on how they could be rendered more comprehensive, accurate and fair, as well as specific recommendations for areas of study.

1. In assessing Canada's long-term economic potential, the determining and assurance of the equal social and economic contribution of women and men is absolutely necessary. Otherwise, Canada's full potential can never be realized.<sup>3</sup>

2. In recommending national economic goals and policies, special consideration must be given to the present disadvantaged situation of women.<sup>4</sup> One only has to consider how many





thousands and thousands of work hours are lost or rendered non-productive because of the systematic discrimination or the conscious exploitation of women to realize how much Canada's human resource potential and thus Canada's economic potential is currently being severely undermined.

True humanist national economic goals would include:

- policies such as affirmative action and equal pay for work of equal value at all levels of government and business;
- educational and job training programs structured to encourage and permit the participation of women and men of all life circumstances;
- the implementation of universally available day care and other family support services;
- the rigorous application of measures to eliminate sexual harassment in the work place.

3. In recommending ways in which national government institutions could better reflect the views of all Canadians and regions, the perspective of women must be given equal consideration to all other views.<sup>5</sup> The Canadian belief in equal opportunity for all again dictates the use of such methods as affirmative action, the adapting of educational, job training and upgrading programs to the needs of all women and men, and the vigorous application of non-sexist and non-discriminatory laws and language in all domains.

4. In recommending institutional arrangements that will more effectively handle relations between government, business and labour, the too-often unvoiced presence of women must be heeded and considered.<sup>6</sup> Women are underrepresented in many sectors of labour and business; most working women are non-unionized. The proposed arrangements must, therefore, ensure that the needs and





interests of women, as well as men, are duly considered in government-business/labour relations, and that the equal representation and voice of women is actively promoted.

In recommending institutional arrangements that will handle more effectively the fiscal and economic aspects of federal-provincial relations, special consideration must be given to the restructuring of those programs which in part directly affect the welfare, and the educational and career opportunities of women.<sup>7</sup>

We would note two fiscal arrangements in particular:  
Canada Assistance Plan (C.A.P.)

- Its outmoded welfare funding structure must be redrafted to accommodate the realities of today and tomorrow. It must allow, for example, the cost-sharing of a universal day care program; that is, one which is readily and affordably available where communities express the need.

Established Program Financing (E.P.F.)

- There must be an earmarking of federal monies going to those programs and the public clarification of federal-provincial contracts. Such qualifying will help ensure that universal medicare is not destroyed and that access to flexible and affordable university programs is not jeopardized, but rather is further entrenched.

#### A Review of the Commission's Terms of Reference

A review of the Prime Minister's report of November 5, 1982 to the Privy Council detailing the terms of reference of the Commission further reveals a lack of commitment to a true and comprehensive study of Canada's economic development. We must, therefore, make the following comments.

1. Canada is a country of tremendous opportunity, committed not only to the reduction of economic disparities between regions,



but also between the sexes, ethnic groups, the able and the disabled. Both sexes, all ethnic groups, both the able and the disabled must share in the fair distribution of the advantages and burdens of national development.<sup>8</sup>

2. Existing economic relationships among individuals (e.g. women and men, the disabled and the able) and groups (e.g. ethnic) are still marked by glaring inequities. The gap separating the relative economic states of the financially advantaged and the financially disadvantaged must not widen. Intensified competition must not destroy opportunities for the presently economically disadvantaged to reach economic parity with the presently economically advantaged.<sup>9</sup>

3. To respond to the challenges of rapid national and international change in order to realize Canada's potential and to secure sustained economic and social progress, it will be of importance to apply greater political and legal emphasis to the elimination of economic inequality between women and men, the able and the disabled and among ethnic groups, as well as to achieve greater understanding of the aspirations of the regions of Canada, greater coordination between actions of governments in Canada and greater support for the Canadian economic union.<sup>10</sup>

#### The Commission's Specific Areas of Study

To the directives the Committee of the Privy Council submitted to Mr. Macdonald, Chairperson of the Royal Commission on the Economic Union and Development Prospects for Canada, we must add the following comments:

(a) In reviewing and reporting on the appropriate national goals and policies for economic development, the Commission should consider the following:<sup>11</sup>

- trends in labour market requirements and conditions, with





special emphasis on the relative positions of women and men, ethnic groups, the able and the disabled;

- capital requirements and the cost structure in a highly competitive, technologically-sophisticated and interdependent world environment, including an examination of why certain groups (e.g. women) are not present or are underrepresented in this environment and what can be done to equalize the situation;

- trends in productivity, standards of living and social progress including a study of the often disadvantaged life circumstances of women, ethnic groups and disabled persons, and their resulting repercussions on the economic well-being of these groups;

- industrial adjustment and growth, including a study of how women and men, ethnic groups, and disabled persons are affected in sectors experiencing growth or regression;

- regional economic development opportunities and constraints in a national economic framework, and their effects on women and men, ethnic groups and disabled persons;

- the integrity of the Canadian economic union as it relates to the unity of Canada and the ability of all Canadians to participate in increased economic prosperity, with special study given to how economically disadvantaged groups - women, ethnic groups, disabled persons - can attain economic parity with the economically advantaged.

(b) In examining and reporting on the appropriate institutional and constitutional arrangements to promote the liberty and well-being of individual Canadians and the maintenance of a strong and competitive economy, the Commission should consider the following:<sup>12</sup>





- means for improving relations among governments, business, labour and other groups in Canadian society, with a priority goal being the meeting of the special needs of women, ethnic groups and disabled persons;

- the appropriate allocation of fiscal and economic powers, instruments and resources as between the different levels of governments and administrations, with special emphasis given to the restructuring and adapting of such powers, instruments and resources to meet the special needs of women, ethnic groups, and disabled persons.

#### A Review of the Commission's Principles

In reviewing the principles set down for the Commission we must make the following comments:

re: (a)

We find the use of the phrase "traditional values" questionable in: "the Canadian economy is founded on the enterprise and productivity of individual Canadians supported by a unique mixture of public and private sector activity that reflects the traditional values of Canadian society." These "traditional values" have badly treated women and have created inequities between the sexes. The expression should be replaced by: values of fair and equal opportunity for all Canadians.<sup>13</sup>

re: (c)

Regarding the responsibilities of the federal and provincial governments, both are responsible through legislation for ensuring the equal opportunities of women and men, ethnic groups, the disabled and the able.<sup>14</sup>



Our specific concerns

Having prefaced our discussion with a review of the terms of reference of the Commission, we will now turn to our specific concerns.

Numerous recent task forces and national council reports have well documented the economically disadvantaged position of women. The facts have been studied to death; recommendations for improved and fair policies, goals and actions have been reiterated by now hundreds of times. Still, attitudes and policies resist change like a rock does the weather. And the harsh economic reality of women remains the same.

We, therefore, welcome the possibility of a global study of all aspects of the economy including the relative economic positions of women and men. We believe that such a vast review could engender far-reaching, comprehensive recommendations that would more fully and more adequately effect real change than ever could the patchwork recommendations of earlier task forces.

This said, we must now squarely face the economic realities of women:

1. Historically women have been socially and economically oppressed. Today women are still fighting overt and systematic discrimination.
2. Women have little hand in the capital of Canada.
3. Women represent most of our poor.
4. Women must cope with double work responsibilities: in the home and in the labour force; yet, they earn 60% of what men earn, for the most part are not covered by private pension plans, and in attempting to improve their financial status are





invariably and continually hampered by inflexible educational and training programs and the non-existence of support services (such as day care).

These are the realities, with all their many many implications and ramifications, that the Commission must face, study, and act upon.

We will explore several areas in our discussion: formal education, employment and unemployment, the advent of technology, and federal-provincial fiscal arrangements.

### EDUCATION

Education is the foundation of our social system, the insurer of our economic well-being. In all its forms - familial, formal, and social - education overwhelmingly determines a person's opportunities and capacities to function - - financially, emotionally, and intellectually - - independently.

It is not within the scope of government to determine our familial or even social education; but government (provincial) does have jurisdiction, and thus vast determining power, over our formal education. Provincial governments, in accordance with the Convention on the Elimination of All Forms of Discrimination Against Women, must guarantee both women and men fair and equal opportunity in all aspects of formal education, this so that they may enjoy fair and equal opportunity in building a healthy financial future for themselves, as well as for their regions and the country.



Few provincial governments have shown commitment to this precept, however. Only three provincial departments of education have formal plans of action on the status of women. Sexism in elementary and secondary school curricula, programs, and class materials, discriminating guidance and career counselling and teaching methods, sex segregation or preferential treatment in such areas as sports, industrial arts and home economics are still rampant in our system.

### Results of sexist education

Although in New Brunswick thousands more women than men hold high school diplomas, hundreds more grade 12 male graduates than grade 12 female graduates are in the labour force!<sup>15</sup> The participation rate of the male graduates is 86.4%, while that of the female graduates is 59.9%,<sup>16</sup> and the male graduates earn on the average some 40% more than the female graduates. These facts well demonstrate the unequal education women and men receive. We therefore urge the Commission to exhaustively study the formal educations of women and men and their effects on the relative economic well-being of the graduates.

At the community college level women are still heavily concentrated in the traditionally female areas such as secretarial and nurse's aid training, and similarly at the university level in such domains as the arts, fine arts, education, social work, and nursing. As so-called women's work, demanding and vital as it is, has traditionally been undervalued and thus underpaid by society, the continued overrepresentation of women in certain traditional areas of study perpetuates the relatively and unacceptably weak economic status of women upon their entry into the labour market.





Following New Brunswick women and men through their university years, we note that although they earn in almost equal numbers bachelor degrees, men comprise more of the Masters degree graduates (63% male to 37% female), and even more of the PhD graduates (87% male to 13% female).<sup>17</sup> Added to these facts is the shocking truth that university graduation does not guarantee women a salary on par with male university graduates. In fact, a women with a university degree can expect an average salary similar to that of a man with grade 8 or less.<sup>18</sup>

Looking at the teaching profession itself, in New Brunswick women comprise 59% of the teachers at the elementary and secondary school levels, 22% of the school principals, 48% of the teachers at the community college level and 19% of the university professors.<sup>19</sup> Clearly role models for girls and young women are lacking at the administrative and upper teaching levels, as well as in the school material itself. Women have been doubly short-changed by the time they have completed their formal education.

### Adult education

And what about the woman who wishes to upgrade her skills or education? What does adult education promise? A recent review of adult education courses offered through community colleges indicates that they are geared to those adults who are least in immediate need of upgrading. The study confirmed that the well-educated and the well-placed are the ones most often taking advantage of the courses. Those lacking special skills or a diploma which would significantly upgrade their present job status are not the ones flocking to the adult education courses.<sup>20</sup>



There are several problems: 1) the courses are not adapted to the realities of the present job market and 2) the programs are not structured to meet the needs of a varied clientele (day/evening courses, availability of day care, etc.).<sup>21</sup> On top of this, the Task Force on Skill Development Leave found that employers sponsored courses for twice as many males as females, and that males were four times more likely than females to have courses operate completely during working hours. Not surprisingly, then, the Task Force concluded, male employees benefit substantially more from upgrading courses than female employees.<sup>22</sup> Clearly, women, who form a very large percentage of those adults requiring and seeking adult education, job training, on-the-job-training, retraining or upgrading, are NOT being served.

Thus, and of great concern to this Commission, the full economic development of Canada is not occurring and cannot occur. A comprehensive national educational/job training/upgrading policy is lacking to the detriment of the women and men of Canada, as well as to the country as a whole.

#### A case in point

In our schools, for example, we see already the integration of computer literacy and computer programming courses into the curricula. In our community colleges and university extension programs we remark various introductory computer, word and data processing courses. In our universities and community colleges we note diploma and degree courses in computer programming and computer science. We observe, in short, a tentative and piecemeal attempt at introducing the population, young and old, to the now existing and the coming computer technology, coupled with an esoteric method of training a specialized few.





What we must see, however, is a national, comprehensive, integrated educational/job training/upgrading policy hammered out by Employment and Immigration Canada, the provincial Departments of Education and Continuing Education, and representatives of universities, poly-tech, and community colleges, so that the economic and social needs of women and men, ethnic groups, the disabled, and the regions are met with realistic, effective and flexible educational/training programs.

Such a policy would include, for example, a comprehensive training program for the low-skilled, geared to their financial and familial realities. Such a program would be necessarily broad and adaptable, encompassing computer literary and basic programming; industrial trades and mechanics and other vocational training; communications; life skills; and academic upgrading up to grade 12 levels in maths, sciences, reading and composition. These educational, training and retraining programs would be adaptable to both classroom and on-the-job situations.

If Canada is ever to create a climate where everyone enjoys equal and fair opportunity to strive for and attain financial independence and security - clearly a phenomenon that will stimulate the Canadian economy in general - then the very basis of our social and economic system - formal education and training - must be restructured and readapted to allow for the full intellectual and skill development of both women and men.



Recommendations of the New Brunswick Advisory Council on the  
Status of Women Regarding Education

I Departments of Education and Continuing Education, school boards, federal and provincial legislators and job training coordinators, and employers must:

1. -remove all social, psychological, systematic, educational and counselling barriers which now disallow women the true free and equal opportunity to develop their studies, their full intellectual and skill potential, their personhood;
2. -work together to create a National Education Policy. Such a policy would promote the full and equal opportunity for the intellectual and skill development of every Canadian, and practice the philosophy of life-long education. Educational and training programs would, therefore, be adaptable to the changing realities of the job market, the family, and society in general;
3. -establish a uniform egalitarian system of educational leave;
4. -actively promote the equal representation of women and men in all domains of study and work;
5. -implement equal pay for work of equal value legislation/stipulations;
6. -apply affirmative action;
7. -ensure that support systems, such as day care, are available to all students and trainees.

II. The federal government must reform the National Training Act so that women and men who are presently unemployed or who are working part-time may participate in a broad range of nationally-sponsored training programs.



## EMPLOYMENT

Presently over 40% of the New Brunswick labour force is comprised of women.<sup>23</sup> In the past decade the New Brunswick female labour force has grown by over 87%. In the 1980's, two thirds of those entering the Canadian work force will be women. The Dodge Task Force predicted that by the year 2000 the female and male participation rates will be virtually equal (almost 80%).<sup>24</sup>

This rising participation rate of women can be attributed to many factors: smaller families; higher levels of education; devaluation of real family income under the ravages of inflation; and the desire of women to be financially independent, to build careers and to participate fully in society. But, in spite of their rising levels of participation in the labour force and their greater levels of education, skill and work experience, women are still earning only 60% of what men are. Why?

### Wage differentiating factors

In 1981, women earned on the average \$8,700 less than men. According to a study by Labour Canada Women's Bureau, \$2,800 of that difference is due to "pure discrimination".<sup>25</sup> No measurable variables such as differences in educational levels, work experience, seniority or employer size could explain this residual difference.<sup>26</sup>

The study revealed several interesting factors that necessitate further documentation and which demand appropriate policy changes now in firms and governments. They are:

- that monetarily women gain less than men from additional work experience;
- that women are frequently in positions outside promotional ladders;
- that part-timers, of which 72% are women, earn less in relative dollars than full-timers;





- that union membership financially favors women (but most working women are not unionized);
- that entrepreneurship favors comfortable to large incomes, but most working women are not business proprietors.<sup>27</sup>

These factors are important and clearly play a role in differentiating the wages of women and men. However, the factor which most overwhelmingly dictates the poor economic status of women is their occupational segregation. As we discussed earlier, work traditionally considered women's work has been undervalued and thus underpaid by society. The nurturing, support and service roles women overwhelmingly hold in the workplace (e.g. as teacher, nurse, clerk, secretary, cook, house cleaner) are clearly an extension of the nurturing, support and service roles women have traditionally held in the home as mother and homemaker. Are we to be surprised, then, that these vital work force roles are no better recognized economically than the traditional homemaking one?

Moreover, concentrated in what are by and large low-skill and low-paying jobs, women have few possibilities for advancement within their sector or for applying their skills elsewhere. Should their jobs become redundant due to technological or structural change, these women have nowhere to go without extensive retraining. Clearly they are in a vulnerable position. And, being for the most part non-unionized, they have neither the voice nor the collective bargaining rights to protect their interests.



A Closer Look: The "Women's Sectors"

In New Brunswick, as in Canada, some 66% of the female labour force is concentrated in the clerical, sales and services sectors.<sup>28</sup> Why? As the female participation rate steadily rose in the past two decades, these sectors correspondingly burgeoned, absorbing the female job-seekers. The expanding services sector, for example, produced 90% of the new jobs created in Canada during the past forty years.<sup>29</sup> This trend seems to be continuing in New Brunswick as estimates indicate that by 1986 the sales and services sectors will have provided 60% of the 35,000 new jobs projected for the province.<sup>30</sup>

We wonder: will female job seekers continue to be absorbed into this expanding market? We have reservations. Many of the service occupations, for example, where women are heavily concentrated, such as teaching, cleaning, cooking and waiting on tables, are already saturated. We then must ask: will this continued expansion be coupled with new and better opportunities for women, e.g. possibilities of entering management and other decision-making positions?

We fear that this necessary progression will not occur as the appropriate training, retraining and upgrading programs for women are not in evidence and as many of the projected positions will be part-time. And we all know what inequities and promotional barriers abound in part-time work: poor pay, none to few fringe benefits, no pension, little to no chance for advancement. Without governmental and employer training programs geared to women and without firm affirmative action policies, we fear that as the economy recovers and the sales and services sectors continue to grow, women will be left behind.





### The Advent of Microtechnology

And what about the clerical sector? What does it promise its overwhelmingly female population? Here we encounter a specific employment/unemployment concern: the rapid introduction of microtechnology into the office.

The advent of microtechnology has been variously labelled as the liberator of the drudgery-ridden, machine-chained labour force, and as the creator of chronic unemployment and de- and unskilled jobs. Being new and sex-neutral, it has even been hailed as the building block of an egalitarian workplace. But, sifting through all these promises and predictions, we come down to a basic fact: no one knows what role - - precisely - - microtechnology will assume, nor how much it will restructure, reshape and redefine our labour market. Nevertheless, dire predictions abound. A spring report from the Department of Economic Development projects the loss of between one and two million Canadian jobs by 1991 "due to technological and structural change."<sup>31</sup> In her book Women and the Chip, Heather Menzies forecasts the unemployment of nearly one million women by 1990 caused by the microtechnological revolution of the office.<sup>32</sup> On one point all studies consulted agree: clerical and related work will be one of the most greatly affected and radically altered occupations of the decade.

This fact poses some worrisome questions. Will the jobs lost be replaced? Will those losing jobs due to technological or structural change be qualified, retrained if necessary, to enter these newly created jobs? And will these new jobs be better paying, more challenging, more intellectually stimulating than the redundant ones? Or, will high-technology simply reduce the quality of work, resulting in even more low-skilled jobs and in working conditions and equipment which adversely affect workers' physical and mental health?



We share two fears with fellow observers:

1) that the introduction of microelectronics into the workplace may be so rapid that it will displace workers at a rate too high for immediate reabsorption into the job market, resulting in long spells of unemployment or lay-offs.<sup>33</sup>

2) that the skills gap presently dividing low-skilled clerical workers from other office personnel will yawn unbridgeably wide as the clerical tasks are further broken down and simplified by microtechnology and as a specialized, elite personnel is hired to perform highly-sophisticated, computer-related tasks.<sup>34</sup>

Result: a dual labour force with no mobility ladders between.

In both scenarios, women will be left holding the short end of the stick. Being highly concentrated in the low-skill clerical occupations, they will find their jobs either disappearing due to redundancy or being drastically de-skilled. The great hope for an egalitarian workplace will never materialize. Already the vast majority of computer analysts and specialists are male; the relatively small number of women in the high-tech field are concentrated in the lowest skill, lowest paying jobs.<sup>35</sup>

### Our choice

What can we do in the face of this massive occupational segregation and the advent of microtechnology and their inherent elements of job insecurity? We can begin by realizing how profoundly the economic and technological changes will negatively affect the female labour force - a huge portion of our labour force - and by acknowledging that if attitudes and policies remain as they are, a social and labour crisis is in the offing.



We must then accept that crisis is far from inevitable, that the growing pains of a society in transition can be assuaged. We must accept that we have a choice, and that we - government, business, labour, every woman and man - share a responsibility in the making of that choice. We - but it has to be all of us - must choose now what type of labour and economic environment we want, and prepare in consequence. To do so we must clarify our philosophy, set our priorities; answer some questions:

- 1) Do economic development and technological advances serve the people or do people serve the economy, technology?
- 2) Do we advocate absolutely cost-efficiency and ever-increasing productivity?
- 3) Do we fight for job permanency?
- 4) Do we rank implicitly the capital-employee needs of the company above the career of the relocated employee's spouse and a stable environment for the family?
- 5) Can we realistically marry fair and equal opportunity for all in the workplace with the building of a competitive, productive, strong economy?

Our fundamental choice is clear: the embracing of a humanist economic philosophy, that in serving the people will serve the economy. We cannot allow economic abstracts to preclude our raison d'être as a nation, as a protector of human rights and freedoms. We stress this precept as we detect an economically technical and political tone in the Commission's mandate, and thus fear the neglect of the human element - - the basic builder of economic development. We emphasize, therefore, that human element in our recommendations.





## Recommendations Regarding Employment

The New Brunswick Advisory Council on the Status of Women advocates:

1. A national education/training/upgrading policy, so that the economic, career and/or labour market needs of women and men, ethnic groups, the disabled, the regions and the country can be flexibly and effectively met. Example: such a policy, being foresighted and action-oriented, would effectively anticipate labour market shifts due to some technological change, and would duly ensure before the change occurs the retraining of those to be negatively affected (e.g. de-skilled, laid off or fired) and the training of the necessary supplementary workers.
2. Reform to the National Training Act to allow the participation in nationally-sponsored training programs of women and men who are presently unemployed or who are working part-time.
3. A reassessment of Employment and Immigration programs and policies in light of the changing needs of workers and industry.
4. The creation of a federal Department of Informatics and Technology and the drafting of a national technology policy.
5. The concept of employee security: that is the guaranteeing of the employee EMPLOYMENT SECURITY through upgrading, training and retraining programs, when these are necessary for the employee's continued employment, with no loss in income, seniority or career mobility.



6. Reform of the Labour Code requiring that workers receive advance notice regarding technological change, and the right to collaborate with management on how new technology will be implemented.
7. Minimum standards for work in the home, e.g. for "homework" using computer systems.
8. Health and safety standards, including medical and eye examinations, for work with visual display units.
9. Equal pay for work of equal value. Employers and government treasury boards must adopt objective non-sexist methods for evaluating jobs so that every employee receives just and fair remuneration. We recommend for this purpose the universal use of the method conceived by the Canadian Human Rights Commission detailed in Methodology and Principles for Applying Section 11 of the Canadian Human Rights Act, the section which stipulates equal pay for work of equal value.
10. Affirmative action policies at all levels of government, in all businesses and industries.
11. Tough legislation against sexual harrassment in the workplace.
12. Day care and family support services in educational and job training institutions and in/near the workplace.
13. Relocation standards, including result-oriented aid in spousal relocation, or spousal compensation for career loss.
14. A public/private pension plan system adapted to the needs of a highly-diversified, highly-mobile labour force and to the realities of a fluctuating economy:





a) the expansion of the maximum replacement value of the Canada Pension Plan retirement pension to 50% of the Average Industrial Wage; with automatic, mandatory credit- splitting between couples in cases of divorce, separation, death or disability of one of the spouses, or when the youngest spouse reaches 65.

AND

b) the uniform reform of provincial pension standards acts to stipulate: portable pension credits; automatic, mandatory credit- splitting between couples (as for CPP recommendations); inflation and solvency protection; vesting and locking in of pension credits and benefits after two years of service; and the inclusion of all full and regular part-time employees in private plans after one year of service.

15. Comprehensive public, and employer/ee education on employment/ unemployment issues and realities.

For example: The demonstration and discussion of the negative realities of female occupational segregation, and the suggesting of alternative careers by employment and school counsellors, Employment and Immigration sponsored ads and posters; and the advocacy of equal pay for work of equal value and affirmative action programs by legislators.



## FEDERAL-PROVINCIAL FISCAL ARRANGEMENTS

If fair and equal opportunity is to be guaranteed for all to participate in the Canadian economy, then a review and revision of present fiscal arrangements is in order, for their mandates and their structures do not accomodate the realities of today.

We are concerned with two programs in particular:

The Canada Assistance Plan (C.A.P.) and Established Programs Financing (E.P.F.).

### Canada Assistance Plan (C.A.P.)

We believe that its welfare philosophy is outmoded, particularly regarding day care. Today's realities dictate the cost-sharing of a universal day care program; that is one which is readily and affordably available where communities express the need. In New Brunswick, for example, we have over 64,000 children aged five and under<sup>36</sup> but only 2769 day care spaces.<sup>37</sup> In 1982, 45.6% of Canadian mothers with children under three worked; 53.4% of mothers with children between three and five worked and 61.7% of mothers with children between six and fifteen worked.<sup>38</sup> Yet working parents are obliged to rely on swap shop methods of child care, which may or may not provide a stimulating developmental environment for their children.

### Problems: C.A.P. and Day Care

The criteria dictating need are too narrow. The developmental and child care needs of latchkey children and the socializing needs of children from small families, for example, are not being adequately addressed, if at all. Abundantly clear is the need for readily and affordably available services such as



after-school care. In 1981, the New Brunswick government passed the Child and Family Services and Family Relations Act, forbidding among other things, the neglect of children; yet, the same government does not ensure the availability of basic services to enable citizens to abide by the law!

And, how well does the present program assist those families considered in need? In New Brunswick such families, depending on their income, can receive day care subsidies up to a maximum of \$8.10 per day for children three and over and up to \$10.35 per day for children two and under.<sup>39</sup> The maximum subsidies in themselves are too low, and, moreover, few families even qualify for them; the average subsidy presently being paid out is only \$6.40 per day, \$1.30 more than the average subsidy being paid out in 1980!<sup>40</sup>

#### Repercussions on the labour force

And how do these issues affect the development of our economy? First of all, they reveal that basic human - familial - needs of a huge proportion of the Canadian labour force are being blatantly ignored. In doing so, policymakers and legislators place incredible stress on thousands of workers, resulting in less productive work hours. They are, in essence, refusing to apply those fundamental values of fair and equal opportunity for all Canadians, women and men, to participate fully in the labour force and, when necessary or desired, in educational or job-skill upgrading; in short, they are denying women and men the fair and equal opportunity to ensure and secure their financial well-being. They are also neglecting the developmental needs of our future labour force, since equal opportunity for development in a stimulating environment is not available to our youngsters. Motivation and self-respect are developed at an early age. Are we to ignore these facts to the detriment of Canada's full and productive economic development?





### Established Programs Financing(E.P.F.)

Our major concern with these fiscal arrangements is that they are not ensuring the adequate funding of universities or medicare. In New Brunswick we now have user-fees for outpatients, prescription charges for seniors, and yearly increases in university student fees, which are already high compared to other provinces. Even since the Breau Task Force, governments remain unanswerable to these assaults on our medicare and educational systems. They are forever passing the buck.

We contend that until E.P.F. monies are earmarked and both levels of government are thus accountable to the public, this avoidance of responsibility will continue. We can't help but wonder: is this continued non-designating of monies to certain programs an indication of a lack of real commitment to these programs, for as the federal and provincial governments alternately wash their hands of responsibility, the programs slowly but surely crumble.

### Specifics: medicare

Not only must federal and provincial governments be committed to universal medicare, but they must also be committed to improving (not cutting) what we have. The quality of care received by sexually, emotionally, or physically abused victims, and by women concerned with their reproductive health or with birthing remains uneven and, too often, insensitive. Both health care professionals and the public must become more knowledgeable and more humane in their attitudes to and treatments of these particular matters. Federal and provincial governments must therefore designate monies for this type of education. Monies must also be earmarked for research into the treatment of wife batterers and child abusers. Emphasis must be placed on prevention, on treatment of the cause, not simply the result.



Specifics: universities

More and more women are participating in university programs. Between 1970 and 1979, women accounted for more than 95% of the increase in all full-time enrollment in universities; the participation rate of part-time undergraduate women over 25 increased by over 250%, while enrollments of the traditional university student - male, undergraduate, full-time, under 25 - increased by only 16% during the same period.<sup>40</sup>

As female student enrollments continue to grow, however, universities are faced with worsening financial difficulties and thus the necessity of cutting expenditures, in part by restricting access to their programs. This crisis, directly caused by federal-provincial squabbling over fiscal transfers, will clearly have a disproportionately adverse affect on female students. We cannot emphasize enough, therefore, the need for federal and provincial governments to firmly commit themselves to high quality and accessible university programs by:

- 1) earmarking E.P.F. monies;
- 2) provincial governments increasing the fractions of their expenditures allocated to universities: e.g. by New Brunswick re-establishing such expenditures at at least 5%;
- 3) revamping the student aid system so that the needs of non-traditional students, such as part-time students and single parents, are met.



## CONCLUSION

The Commission has undertaken a task of potentially comprehensive and far-reaching consequences. To realize this potential - - to be true to Canada's people and Canada's future - - the Commission must embrace the philosophy of equal and fair opportunity for all Canadians - - women and men, ethnic groups and disabled persons - - to participate fully in the economy and in the development of Canada. This humanist philosophy must be revealed in each and every principle the Commission adopts, in each and every study it undertakes. Its terms of reference must include a review of all aspects of the economic life of women and men, ethnic groups and disabled persons; the basis of all its recommendations must demand an educational, work and economic environment where women and men, ethnic groups and disabled persons are on par. Only in such an environment can Canada develop, can Canada become truly one.

We thank you for your time and look forward to your interim report and to meeting you again during the second round of hearings.





Footnotes

1. See letter of July 11, 1983, addressed to Mr. Macdonald and signed by the Presidents of the Federal and Provincial Advisory Councils, appendix I.
2. "Release from the Office of the Prime Minister", November 5, 1982, re: Royal Commission on the Economic Union and Development Prospects of Canada, appendix II.
3. Ibid., re: first of four points being requested of Commission, p. 2.
4. Ibid., re: second of four points being requested of Commission.
5. Ibid., re: third of four points being requested of Commission.
6. Ibid., re: first part of last of four points being requested of Commission.
7. Ibid., re: second part of last of four points being requested of Commission.
8. Compare with first paragraph of Prime Minister Trudeau's report of November 5, 1982 to the Privy Council. See appendix III.
9. Ibid., compare with third paragraph.
10. Ibid., compare with fourth paragraph.
11. Compare the following directives with those of section (a) submitted by the Committee of the Privy Council to Mr. Macdonald. See appendix IV.
12. Compare the following directives with those of section (b) submitted by the Committee of the Privy Council to Mr. Macdonald. See appendix IV.
13. See principle (a) of the principles set down for the Commission. See appendix V.
14. Ibid. See principle (c) of the principles set down for the Commission.
15. Statistics Canada, SDE81B21: Labour Force Activity of Population 15 Years and Over by Sex and Highest Level of Schooling for New Brunswick, 1981.



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16. Ibid.
17. Statistics Canada, 81-229, Education in Canada, A Statistical Review for 1981-82, Tables 35, 36, 37.
18. Statistics Canada, 13-577, Earnings of Men and Women, Selected Year 1967-79, Table 6.
19. Statistics Canada, 81-229, op. cit., Table 39; and, Myrna Richards, "Women Teachers of New Brunswick - The Silent Majority", NBTA news, New Brunswick Teachers' Association, Vol. XXIII, No. 3, January, 1981.
20. Robert Matas and Geoffrey York, "Billions spent yet programs fail adults in need", Globe and Mail, August 18, 1983, pp 1 and 4.
21. Ibid.
22. "Impetus grows for paid education leave scheme", Globe and Mail, August 18, 1983, p. 5.
23. New Brunswick Labour Force Report, Department of Labour and Manpower, May, 1983, p. 2.
24. New Brunswick Advisory Council on the Status of Women, "Working Women in New Brunswick: The Invisible Majority of the 80's", February, 1983, p. 2; and Labour Market Development (Dodge Task Force), July, 1981, p. 93.
25. Michael D. Ornstein, Series A, No. 2, Equality in the Workplace, Accounting for Gender Differentials in Job Income in Canada: Results from a 1981 Survey, Women's Bureau, Labour Canada, Minister of Supply and Services Canada, 1983, p. 29.
26. Ibid., pp 29, 44-45
27. Ibid. pp 45-48.
28. Statistics Canada, 71-001, The Labour Force, July, 1983, p. 49; and Heather Menzies, Women and the Chip, Montreal: The Institute for Research on Public Policy, 1981, p. 13.
29. George Warskett, The Choice of Technology and Women in the Paid Work Force, January, 1981, p. 8.



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30. New Brunswick Advisory Council on the Status of Women, "Working Women in New Brunswick: The Invisible Majority of the 80's", op. cit., p. 5.
31. Linda McQuaig, "The high-tech job threat", Maclean's, May 16, 1983, p. 32.
32. Menzies, op. cit., p. 75.
33. Warskett, op. cit., p. 15.
34. Menzies, "Notes for Workshop on Women and Microtechnology", Women's Programme, Department of the Secretary of State, March 28, 1981, p. 6.
35. Working Women, National Association of Office Workers, Race Against Time: Automation of the Office, Cleveland, April, 1980, p. 14.
36. Statistics Canada, Census 1981, Catalogue No. 92 - 901.
37. Department of Social Services, Fredericton, New Brunswick, August, 1983.
38. Statistics Canada, The Labour Force, 71-001, May, 1982.
39. Department of Social Services, op. cit.
40. Ibid., and Susan Shalala, "One Step Forward, Two Steps Back", New Brunswick Advisory Council on the Status of Women, May 1981, p. 5.
41. Canadian Association of University Teachers, "Cuts in University Funds Threaten Women", February, 1983, p. 2; "Impact on Women of Cutbacks in Education", March, 1983, p.1.





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Conseil  
consultatif canadien  
de la situation de la femme

Canadian  
Advisory Council  
on the Status of Women

July 11, 1983

The Honourable Donald S. MacDonald, P.C.  
Chairman  
Royal Commission on the Development  
Prospects for Canada  
P.O. Box 1268  
Ottawa, Canada  
K1P 5R3

Dear Mr. MacDonald:

At the last meeting of the Presidents of the Canadian and Provincial Advisory Councils on the Status of Women, grave concern was expressed that your upcoming commission will not give due consideration to the needs, interests and special circumstances of women.

We would remind you that to do so would be to overlook more than one half of our population as you set about planning the social and economic future of Canada.

In our view, the women of Canada will not accept the formulation or establishment of public policy that does not take into account their often disadvantaged life circumstances. Furthermore, it is unjustifiable to us that a project of this magnitude be undertaken without your commitment that the commission's recommendations will include ways to eradicate the inequities that exist in our current economic and social structures.

We consider that all research undertaken by and for your commission should document the experience of both women and men in relation to all issues. All data analysis and policy formulation must take into account the often very different situation of women and men in our society.

.../2




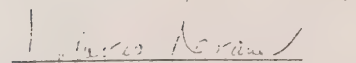
We also believe that to do otherwise would in fact make such research invalid. If we are indeed planning for the 21st century, we must base our research on an accurate and fair assessment of current social and economic trends affecting all Canadians.

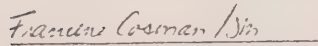
We know that you will take our point of view into consideration. The forth-coming meeting between the Commission's Research Directors and the Federal Advisory Council's Research staff is a positive indicator to us of your responsiveness to the need for analysis which recognizes the economic concerns of Canadian women.


Sincerely,

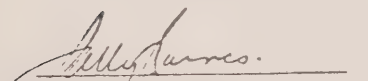
The Presidents of the  
Federal and Provincial  
Advisory Councils  
(see attached documents)

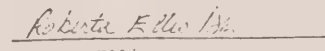
  
Ann Bell  
Provincial Advisory Council  
on the Status of Women  
Newfoundland and Labrador


  
Dolores Crane  
Prince Edward Island Advisory  
Council on the Status of Women


  
Francene Cosman  
Nova Scotia Advisory Council  
on the Status of Women  
IN ABSENTIA

  
Madeleine LeBlanc  
Conseil consultatif sur la  
condition féminine au  
Nouveau-Brunswick

  
Sally Barnes  
Ontario Status of Women Council

  
Roberta Ellis  
Manitoba Advisory Council on  
the Status of Women  
IN ABSENTIA

  
Barbara Makeechnack  
Saskatchewan Advisory Council  
on the Status of Women  
IN ABSENTIA

  
Lucie Pepin, President  
Canadian Advisory Council on the  
Status of Women



Office of the  
Prime Minister

Cabinet du  
Premier ministre

# Release

Date: November 5, 1982

For release: Immediate

The Prime Minister announced today that the government has appointed The Honourable Donald S. Macdonald chairman of a Royal Commission on the Economic Union and Development Prospects for Canada.

The terms of reference are "perhaps the most important and far-reaching that have ever been assigned to any Commission in our history," he said.

The Prime Minister said that while short-term action is necessary to counter the adverse effects of the recession and lay the groundwork for the return to prosperity, "we must look further ahead to see in what ways the country and its institutions might change to take full advantage of future opportunities for development.

"We now live in a much more competitive, technologically-sophisticated and interdependent world environment," the Prime Minister said. "It is time we stood back to look at all these changes and, in the light of what has happened, to look ahead at what the next generation of development can bring -- if we do things right."

Moreover, the Prime Minister emphasized the need for Canadian institutions to keep up with a rapidly changing environment.

.../2





"If we are to prosper," he said, "we must find ways to lessen the clamour of federal-provincial argument, and to reach consensus with far less pain. But if this is to be achieved, we must ensure that national policies are designed so that all parts of Canada can benefit from them, and that national institutions are truly reflective of regional needs."

The Royal Commission is being asked to:

- assess Canada's economic potential over the longer-term;
- recommend national economic goals, and national policies for the attainment of those goals;
- recommend ways in which the institutions of the national government -- particularly those institutions which are vital to economic development -- can better reflect the views of all Canadians and regions;
- recommend institutional arrangements to handle more effectively relations between governments, business and labour, and the fiscal and economic aspects of federal-provincial relations.

The Prime Minister stressed the wide scope of the work assigned to the Royal Commission, the broadly representative and diverse nature of its membership, and the likelihood that its recommendations will contribute significantly to a brighter economic future for Canada. He expressed the hope that support for its establishment and cooperation with its work as it proceeds, will come from the House of Commons, all government and legislative organizations in Canada and from Canadians everywhere.





PRIVY COUNCIL

Certified to be a true copy of a Minute of a Meeting of the Committee  
of the Privy Council, approved by His Excellency the Governor  
General on the 5 November, 1982

The Committee of the Privy Council have  
before them a report from the Prime Minister, the  
Right Honourable Pierre Elliott Trudeau, submitting:

That Canada is a country of tremendous  
opportunity, committed to the sustained  
economic and social progress of its  
people, to the reduction of economic and  
fiscal disparities between regions, and  
to a fair distribution of the advantages  
and burdens of national development;

That significant changes are occurring  
in the world economy, particularly in  
the sphere of industrial activity, the  
utilization of natural resources and  
movement of capital within and among  
countries, changes which will have  
important consequences for Canada;

That existing economic relationships  
among countries and among individuals  
and groups within countries are characterized  
on the one hand by increasing interdependence  
and at the same time by intensified  
competition;

That to respond to the challenges of  
rapid national and international change  
in order to realize Canada's potential  
and to secure sustained economic and  
social progress, it will be of importance  
to achieve greater understanding of the  
aspirations of the regions of Canada,  
greater co-ordination between actions of  
governments in Canada and greater support  
for the Canadian economic union.



Therefore, the Committee of the Privy Council, on the recommendation of the Prime Minister, advise that the Honourable Donald Stovel Macdonald together with such other persons as may be named from time to time be appointed Commissioners under Part I of the Inquiries Act to inquire into and report upon the long-term economic potential, prospects and challenges facing the Canadian federation and its respective regions, as well as the implications that such prospects and challenges have for Canada's economic and governmental institutions and for the management of Canada's economic affairs.

The Committee further advise that the study include an examination of and a report on:

(a) the appropriate national goals and policies for economic development, including consideration of the following:

- trends in labour market requirements and conditions;
- developments in the supply of raw materials, including energy sources;
- capital requirements and the cost structure in a highly competitive, technologically-sophisticated and interdependent world environment;
- trends in productivity, standards of living and social progress;
- industrial adjustment and growth;
- regional economic development opportunities and constraints in a national economic framework;
- the integrity of the Canadian economic union as it relates to the unity of Canada and the ability of all Canadians to participate in increased economic prosperity;

(b) the appropriate institutional and constitutional arrangements to promote the liberty and well-being of individual Canadians and the maintenance of a strong and competitive economy including consideration of the following:

- means for improving relations between governments, business, labour and other groups in Canadian society;





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- 3 -

- the appropriate allocation of fiscal and economic powers, instruments and resources as between the different levels of governments and administrations;
- changes in the institutions of national government so as to take better account of the views and needs of all Canadians and regions, and to encourage the further development of the Canadian economic union.



The Committee also advise that in pursuing such inquiry and preparing the report, the Commissioners proceed by reference to the following principles:

- (a) the Canadian economy is founded on the enterprise and productivity of individual Canadians supported by a unique mixture of public and private sector activity that reflects the traditional values of Canadian society;
- (b) Canadian economic policy must be assessed in the context of its relationships to Canadian political and economic independence and to the broader aspirations of Canadians as must be reflected in the responsibilities of governments;
- (c) the Government of Canada has the primary responsibility for managing the national economy, for encouraging reasonably balanced economic growth among the various regions of the country and for ensuring that fiscal disparities among provinces are reduced, while at the same time the provincial governments also have important responsibilities in the development and carrying out of economic and social policy;
- (d) the report should take account of, and respect, the spirit of the Constitution of Canada and assume a continuing Canadian federal structure not significantly different from its present form.



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## SUMMARY

On Par  
Women and the Economy

A presentation to the  
Royal Commission on The Economic Union and Development Prospects  
For Canada

by

The New Brunswick Advisory Council on the Status of Women

### Role of The New Brunswick Advisory Council on the Status of Women

The New Brunswick Advisory Council on the Status of Women is a body for consultation and study, created in 1977 to advise the New Brunswick government on matters related to the status of women. Our mandate includes bringing before the government and the public matters of interest and concern to women.

### Major Points Discussed in our Brief

In our brief we discuss and make specific recommendations on five major points: The Royal Commission's terms of reference and principles; women and education; women and employment; women and microtechnology; women and federal-provincial fiscal arrangements. How New Brunswick women figure in each of these areas is emphasized and detailed.

### The Commission's Task

Of primary concern to us is the lack of evidence in the Commission's mandate, terms of reference, areas of study and principles of a commitment to the studying of all economic issues with specific reference to the life and economic circumstances of women and men, ethnic groups and disabled persons. In ignoring in its studies





the often disadvantaged circumstances of over half of our population, the Commission will produce recommendations which will at best(?) condone the status quo and at worst will hinder rather than promote the full and healthy development of Canada. With specific recommendations we thus urge the Commission to include in all of its studies and proposals breakdowns according to sex, and special references to the life and economic circumstances of ethnic groups and disabled persons.

### Education

Education is the foundation of our social system and the insurer of our economic well-being. Women, however, cannot fully receive and benefit from the possibilities and offerings of education, being victims of 'psychological, overt and systematic discrimination at the various levels of the educational system. This discrimination profoundly affects and determines the ability of women to attain financial security, let alone a financial status on par with men. With specific recommendations we remind the Commission that its report must include a strong call and specific proposals for a reform of our entire educational system, so that:

- 1) everyone may truly enjoy fair and equal opportunity to strive for and attain financial independence and security;

and

- 2) Canada can thus attain its full economic potential.

### Employment

In New Brunswick over 40% of the labour force is now comprised of women. Most women work because they must; according to the National Council on Welfare, for example, 38% more of maritime families would be poor if wives had no earnings. And yearly more and more women are entering the work force. By the year 2000 the participation rates of women and men will equalize.



In spite of their increasingly high levels of job experience and education, however, women are still earning only 60% of what men are. Of all the wage differentiating factors, occupational segregation remains the factor which most adversely affects the financial status of women. The introduction of microtechnology into the workplace, particularly the office where women are highly concentrated, will be the greatest single factor of the decade causing the de-skilling, displacement, and unemployment of thousands and thousands of female workers. These facts necessitate the establishment of numerous measures including: educational and job-skill training/upgrading integrated into the work environment; family support systems (e.g. day care) in/near educational/training institutions and workplaces; affirmative action policies; and equal pay for work of equal value laws.

#### Federal-Provincial Fiscal Arrangements

Special consideration must be given to the restructuring of those programs which in part directly affect the welfare, and the educational and career opportunities of women.

#### Specifics:

1) Today's realities demand a redrafting of the out-moded welfare philosophy of the Canada Assistance Plan regarding day care. The Plan must move towards the cost-sharing of a universal day care program; this is one which is readily and affordably available wherever the need is expressed.

2) The Established Programs Funding must be restructured to ensure that both levels of government are publicly accountable for fiscal transfers for medicare and post-secondary education.







